

DOCUMENT RESUME

ED 267 299

CE 044 035

AUTHOR Walters, Norma J.
TITLE The Factors That Led to the Passage of the 1963 Vocational Education Act and How the 1968 and 1976 Amendments Changed This Act.
INSTITUTION Auburn Univ., Ala. Center for Vocational and Adult Education.
PUB DATE 86
NOTE 54p.; For related documents, see CE 044 033-038.
AVAILABLE FROM Center for Vocational and Adult Education, Auburn University, Auburn, AL 36849.
PUB TYPE Historical Materials (060) -- Legal/Legislative/Regulatory Materials (090)
EDRS PRICE MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS Adult Vocational Education; Disabilities; Educational Development; Educational Finance; Educational History; *Educational Legislation; *Federal Aid; *Federal Legislation; Postsecondary Education; Secondary Education; *Vocational Education
IDENTIFIERS *Vocational Education Act 1963; Vocational Education Amendments 1968; Vocational Education Amendments 1976

ABSTRACT

This monograph discusses the Vocational Education Act of 1963 (VEA) and the factors that led to its passage. An introduction provides an overview of the changes brought about by supply and demand, which led to passage of the VEA. The impact of the Smith Hughes Act, effects of World War II, and the issue of unemployment in the 1950s are considered. Section II describes the findings of the Panel of Consultants convened by President Kennedy in 1961 regarding the failures of vocational education, its limitations, and the panel's impact on the VEA. In section III are reported the findings of the National Advisory Council on Vocational Education concerning implementation of the 1963 VEA. The Advisory Council's recommendations for amendments to the VEA are listed. Section IV outlines the changes that were made in the 1963 VEA by the 1968 Vocational Education Amendments, a result of the Advisory Council's recommendations. Provisions of Titles I, II, and III of the Amendments are cited. Section V describes changes made in the 1968 Act by the Educational Amendments of 1976, Title II--Vocational Education. National priority programs, categories for fundings, and authorizations are specifically addressed. (YLB)

* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *



The Factors That Led to the Passage of the
1963 Vocational Education Act and
How the 1968 and 1976 Amendments
Changed This Act

PROFESSIONAL
PERSONNEL
DEVELOPMENT

RESEARCH
AND
DEVELOPMENT

EXTENSION
AND
PUBLIC
SERVICES

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION
CENTER (ERIC)

This document has been reproduced as
received from the person or organization
originating it.

Minor changes have been made to improve
reproduction quality.

Points of view or opinions stated in this docu-
ment do not necessarily represent official NIE
position or policy.

"PERMISSION TO REPRODUCE THIS
MATERIAL IN MICROFICHE ONLY
HAS BEEN GRANTED BY

N. Walters

TO THE EDUCATIONAL RESOURCES
INFORMATION CENTER (ERIC)."

Center for Vocational and Adult Education
School of Education
Auburn University
Auburn, Alabama

The Factors That Led to the Passage of the
1963 Vocational Education Act and
How the 1968 and 1976 Amendments
Changed This Act

Norma J. Walters, R.N., Ph.D.
Assistant Professor and Coordinator
Health Occupation Education
Auburn University
Auburn, Alabama 36830

1986

Center for Vocational and Adult Education
College of Education
Auburn University

Table of Contents

	<u>Page</u>
I. Introduction.....	1
A. Education in Agrarian America.....	1
B. Impact of Smith Hughes Act.....	2
C. Second World War.....	3
D. Effects of World War II.....	3
e. Public Consciousness and Unemployment.....	5
II. Panel of Consultants.....	7
A. Findings of Panel Consultants.....	8
B. Impact of Panel on Vocational Education Act of 1963.....	11
1. Other Changes.....	11
2. Groups and Occupations Served.....	14
3. Enrollments by Educational Level from 1964-1966.....	15
III. National Advisory Council Findings on Vocational Education - Implementation of 1963 Act.....	17
A. Recommendations of Vocational Advisory Council.....	19
IV. Changes Made in 1963 Act by 1968 Vocational Education Amendments.....	24
A. Amendments	
1. Title I.....	26
2. Title II.....	26
3. Title III.....	26
V. Changes Made in 1968 Act by 1976 Educational Amendments - Title II Vocational Education.....	27
A. National Priority Programs.....	27
B. Categories for Funding.....	28
C. Authorization.....	28
VI. References.....	29

	<u>Page</u>
Appendices	
A. Total Enrollment In Vocational Education Fiscal Years 1960-67 and Enrollment By Category 1964-1966.....	30
B. Facts and Figures From Panel of Consultants....	34
C. Title II - Training of Vocational Education Personnel - EPDA.....	40

The Factors That Led to the Passage of the
1963 Vocational Education Act and
How the 1968 and 1976 Amendments
Changed This Act

Introduction

The Vocational Education Act of 1963 was one indication of a new stage in the U.S. economic and social life. The change like most economic occurrences, came about for dual reasons of supply and demand, neither of which can be identified simply as cause and effect. The changes and events are presented here to assist in understanding the Vocational Education Act of 1963.

Education in Agrarian America

Education in agrarian America and in the early stages of industrialization had two primary functions. The first was a provision for the basic literacy assumed necessary for meaningful participation in democratic processes. The second was acculturation of the masses of immigrants of many languages and backgrounds who flooded into the new melting pot in one of the greatest migrations in history. Beyond those fundamental objectives, education was a "selecting out process." Its aim was to identify those who aspired to the few professional positions in the simple economy and to see them beyond the common school into a "high" school preparatory to a university education.

The growing economy had ample uses for those without formal preparation. To achieve the massive objective of education for literate citizenship, public support was advocated for the common schools and later the high schools. It was assumed that there would be sufficient numbers of college educated persons emerging at their own expense. Thus, the educated tended to be a self-perpetuating elite who could afford their education because their parents had in the past.

The land grant colleges and agricultural extension system emerged from the need for professional competence in an agriculture economy which had failed to produce the surplus necessary for higher education. The land grant colleges, in their "mechanic acts" component also recognized the rudimentary engineering needs of the emerging industrial revolution which gained momentum in the years following the Civil War.

Impact of Smith-Hughes Act

The Smith-Hughes Vocational Education Act of 1917 represented an advancing stage in the logic specialization of labor which was inherent in industrialization. The Acts' provision for dominant allotments to vocational agriculture and home economics was probably the necessary political price of public assistance to industries still in a minority position. The system worked well through the twenties and enrollments continued to grow through the 1930's, even though not inadequate skills, but lack of jobs was the pervasive problem.

Second World War

The Second World War brought to full fruition the mechanization process which gave the United States the world's most advanced complex industrial economy. Most of labor force were committed to military combat, fewer farmers were available to feed more city folk, and massive immigration from abroad during World War II changed everything overnight. With the advent of war production, the tide of the depression reversed. Individuals from western farms, southern mountains, deep south and even the retired and housewives experienced remunerative employment. School shops and laboratories were reequipped, instructors recruited, and 24 hour a day vocational instruction began, oriented to skills in national as well as local demand. When the war ended, the public schools had trained 7.5 million people for industrial contribution to the war effort.

Effects of World War II

When the war ended, men came home, older workers retired, agricultural emigrants never returned to the farm, many women never returned to the kitchen, and the G.I. bill was passed to reward those who had expended years of their lives in combat and ease their reincorporation into the civilian labor force. These events brought new and profound changes to the U.S. labor markets. There were vast accumulations of unspent purchasing power along with stored up demands for goods and services, a continuation of price support policies, continued mechanization, increased

awareness of rural-urban income differentials, and the pace of agriculture productivity and outmigration slackened only mildly and required higher technical skills and urban industry was no longer forced to hire any labor.

The spurt in educational attainment brought the rate of high school graduation from 52 percent in 1940 to three-quarters of the appropriate age cohort in 1965. There were also the G.I. bill-trained college graduates and skilled workers who piled off the education and training assembly lines and a technology was designed to use them instead of poorly trained competitors. Labor-replacing mechanization was encouraged by post war wage increases and discoveries responded with electronic automation. In addition, people moved to the suburbs and industry followed and all these events led to an economy of high opportunity and high displacement.

The immigrants from domestic economic and geographical sectors had been forced out of agriculture by the mechanization or by the promise of higher urban income. Those who lacked education or marked by racial and language barriers were blocked by out-of-reach opportunities, inadequate transportation systems, discrimination and poorly paid and unattractive jobs.

There were also those displaced by agricultural productivity and declining employment in nonurban industries like mining and railroading that did not become urban poor, but remained in rural depression. Their schools became worse and there was little or no

job preparation for rural youth or adults except in agriculture and the suburban schools acted as if all were college bound.

During the 1950's unemployment continued to rise for the undereducated, inexperienced and unskilled. Efforts to restrain inflation led to economic growth rates slower than those necessary to simultaneously offset rising productivity and absorb a growing labor force. Federal support to higher education contributed to opportunities of many, but made labor market competitions tougher for those who lacked it. Preparation for the occupations had low status in spite of a minor broadening of vocational education in 1946. At this time, female participation in the labor force was on a steady rise and the only federal recognition of training for women was the provision of practical nurse education during this period (Title II Vocational Education Act of 1946 - Health Amendment Act of 1956).

The period was marked by a continuing shift from a primarily blue collar and agriculture, goods-producing economy toward a predominance of white-collar and service employment. Thus, a changing industrial and occupational mix and a more sophisticated technology sparked rapid growth in the occupations requiring the longest training time and the most advanced skills.

Public Consciousness and Unemployment

The trends continued in industry and technology and required more service trained and white-collar employment as well as more

advanced skills. Through the 1950's, they converged and were brought forcefully to the public's consciousness in the early 1960's. These included:

1. the emergence of unemployment as a key public issue for the first time since 1930's,
2. the influx into the labor force of the post war baby boom, and
3. the growing demands of minority groups for equal rights, equal opportunities and equal results.

Youth unemployment was triple the general unemployment rate and Negro youth doubled that rate. When the key role of education and training became widely recognized, the schools came in for their share of criticism. Of the three out of four American youths graduating from high school approximately half were going on to higher education and half of these were completing college. One result was a mobile, adaptable labor force - but too little was being done to prepare for employment for the majority whose formal education did not exceed the secondary level.

The most serious problem was that the availability of large numbers of relatively well-educated people encouraged the development of a sophisticated technology requiring higher education and skills and therefore, enabling employers to demand and obtain these skills. Those lacking education or training or those whose education was obtained in defective or inadequate rural and ghetto schools, were simply left behind.

Economists had discovered in the postwar period that education and training were key elements in explaining the process of economic growth. At the same time, the prospects were for continued expansion of those occupations requiring the most preparation and the relative decline of those within the reach of the undereducated and undertrained.

The time had arrived when all workers would need some kind of special training for a successful working life. Yet less than one-half of the noncollege trained labor force had any formal training for their jobs. Salable skills in the new environment demanded intellectual as well as manipulative content. It was also an environment in which social and political equality demanded realistically equal economic opportunities and results. It was from these events that led to the passage of the Vocational Education Act of 1963 by recommendations of the Panel of Consultants.

Panel of Consultants

In January, 1961, when President John F. Kennedy took office, he was convinced that the most serious domestic problem facing the nation was the high level of unemployment. He told Congress on February 20, 1961:

The National Vocational Education Acts first enacted by the Congress in 1917 and subsequently amended, have provided a program of training for industry, agriculture, and other occupational areas. The basic purpose of our vocational

education effort is sound and sufficiently broad to provide a basis for meeting future needs. However, the technological changes which have occurred in all occupations call for a review and reevaluation of these acts, with a view toward their modernization. To that end, I am requesting the Secretary of Health, Education, and Welfare to convene an advisory body drawn from the educational profession, labor-industry and agriculture as well as the lay public to gather with representation from the Departments of Agriculture and Labor, to be charged with the responsibility of reviewing and evaluating the current National Vocational Education Acts, and making recommendations for improving and redirecting the program (American Vocational Journal, 1962).

Findings of the Panel of Consultants

The panel members (twenty-five [25] representative citizens) worked for more than a year analyzing the implications for vocational education of automation, technological advance, population mobility, discrimination, urbanization, as well as the strengths and limitations of the local-state-federal programs.

The panel members were convinced that two (2) principal failures of vocational education, restricted its ability to match the requirements of the fast growing changing economy, and technology to the vocational needs and desires of individuals:

1. lack of sensitivity to changes in the labor market, and
2. lack of sensitivity to the needs of various segments of the population.

The panel identified specifically the following limitations:

1. Compared with existing and projected needs of the labor force, enrollments of in-school and out-of-school youths and adults were too small.
2. Service to the urban population, with an enrollment rate of 18 percent in the high schools of the large cities, was grossly insufficient.
3. Most schools did not provide efficient placement services, and few schools had organized programs for systematic followup of students after graduation or placement.
4. Programs for high school youths were limited in scope and availability; about one-half of the high schools offering trade and industrial education had four or fewer programs, most of which involved a narrow range of occupations; and high schools failed to provide training programs for groups or families of occupations.
5. Research and evaluation of programs were neglected.
6. Adequate vocational education programs for youth with special needs were lacking and in many respects, vocational education had become as selective as academic education with regard to accepting students.
7. In many states, youths and adults did not have significant opportunities for postsecondary vocational

instruction; curriculums tended to concentrate on the "popular" technologies, particularly electronics; insufficient funds and restrictive federal legislation inhibited the development of certain types of programs, such as office occupations.

8. There was a lack of initiative and imagination in exploring new occupational fields. Severe limitations existed in regard to related training for apprentices, such as adequate classrooms and appropriate instructional equipment; craftsmen used as teachers for related training and skill training of apprentices and journeymen were not afforded adequate opportunities to learn modern instructional methods.

9. Many school districts were too small to provide diversified curriculums or proper supervision of vocational teaching activities.

10. Curriculum and instructional materials had not been developed for many of the new occupations.

In its recommendations, the panel recognized that the legislation under which vocational education had been operating since 1917 was responsible, to a large degree, for the slow responses to the changes in the labor market. The programs for which federal funds were available represented a very narrow part of the total spectrum of occupations. The panel also charged that the leadership in the area of vocational education had not shown sufficient imagination and initiative to adapt vocational

education to the new challenges of a fast-changing economy (Evans, Mangum, & Pragan, 1969).

The Impact of the Panel of Consultants on the Vocational Education Act of 1963

Most of the changes recommended by the panel were enacted by Congress into the Vocational Education Act of 1963. Of all the panel's recommendations, two new basic purposes were introduced into the nation's vocational education system:

1. Vocational education was to serve the occupational needs of all people in the community through unified programs rather than to train them in separate programs for selected occupational categories.

2. A new group was to be served - the persons who could not succeed in regular vocational education programs because of education, socioeconomic, and other obstacles.

This meant all persons of all ages and in all communities of the states would have ready access to vocational training or retraining which was of high quality, realistic of actual opportunities for gainful employment and suited to their needs, interest and ability to benefit from such training.

Other Changes

1. Basic and general education as a prerequisite for useful vocational education was incorporated by including instruction related to the occupation for which the student was being trained or necessary for the student to benefit from such training.

2. The new federal funds four, (4) times the amount authorized by the Smith-Hughes and George Barden Acts, were to be used for programs preparing individuals for gainful employment in any non-professional occupation.

3. The 1963 Act provided funds for groups of people: those in secondary schools; post-secondary vocational education programs; early leavers from high school available for full-time vocational education before entering the labor market; persons in the labor market who were employed, underemployed, or unemployed to find meaningful employment or further training to advance in their jobs and for persons who had academic, socioeconomic, or other handicaps that prevented them from succeeding in the regular vocational education program.

4. Federal grants, construction of area vocational schools, various auxillary services and activities, work study programs, and construction and operation of residential vocational schools were authorized.

5. For the first time, federal funds were set aside for research in vocational education. Ten percent of the total funds appropriated for each fiscal year were earmarked for grants to pay part of the cost of research and training programs as well as experimental, developmental, and pilot programs.

6. A National Advisory Committee on Vocational Education was established, along with similar state committees, to enable vocational education experts and representatives from management,

labor, and the general public to participate in the planning and administration of these programs.

One of the responsibilities of the states under the state plan, which the Commissioner of Education had to approve before granting federal funds, was the requirement to review periodically the vocational education programs, adjusting them to current and projected manpower needs and job opportunities.

7. Resources of vocational educators and the state employment services were to be combined in determining labor market needs and placement of vocational graduates.

8. States were permitted to transfer funds among categories and between states.

9. Definition of agriculture was broadened to include training for any occupation related to agriculture in which knowledge and skills of agricultural subjects are required.

10. Ten percent of allocations for home economics had to be used in training for gainful employment in any occupation which required knowledge and skills in home economics.

11. Funds allotted for trade and industrial education could be used for vocational education of young people in high schools without limitation that at least 50 percent of the time be spent in specific occupation preparation.

12. Funds could be used for full time training of high school students for an occupation in the distributive trades.

13. Area vocational education programs became permanent.

14. Practical nurses' training programs became permanent and were extended to include other health occupations.

Groups and occupations served. The number of students enrolled in vocational education programs showed a marked increase from 1964-1967.

Compared with fiscal year 1964, the number of high school students in 1966 rose by 42 percent, postsecondary students by 70 percent, and adults' by 17 percent. In 1966, occupational category, 31 percent of all persons were enrolled in home economics, 21 percent in trades and industries, 20 percent in office occupations, 15 percent in agriculture, 7 percent in distributive education, 4 percent in technical, and 1.5 percent in health occupations.

Each occupational category experienced an increase between 1964-1966.

Agriculture - Increased 5 percent and more than half of students were in high school, 40 percent were adults, 12 percent of enrollments were in off-farm occupations and some specialized programs as horticulture and retail floristry developed.

Distributive Education - Increased 25 percent and was stimulated by preemployment instruction and cooperation programs. One-fourth of the students were in high school and three-fourths were adults.

Health Occupations - Increased 41 percent but remained short of actual need.

Home Economics - Decreased 5 percent because of reporting problems (still 31 percent of total vocational enrollments) two-thirds were in high school and one-third were adults.

Office Occupations - Included for the first time in vocational education. Two of three students were in high school, one of five were adults and 13 percent in post-secondary schools.

Technical Occupations - Increased 15 percent (4 percent of vocational enrollments). Fifty percent were adults and 40 percent were in post-secondary schools.

Trade and Industrial - Increased 20 percent. Two-thirds were adults, one-fourth high school and less than 10 percent post-secondary schools.

Enrollment by educational level from 1964-1966.

Secondary - Increased 43 percent. On national basis, one of four was enrolled in either home economics, agriculture, or office occupations.

Postsecondary - Increased 67 percent (only 7 percent of total number of vocational students and less than 4 percent of population aged 18-21).

Adults - Increased 14 percent. Forty-two percent were in part time extension courses (42 percent of total vocational enrollments), less than 3 percent of 25-65 age group and six of ten adults were in home economics, trades and industrial.

Special Needs - Only one percent of total vocational enrollment, 49,000 were in special programs (two-thirds in trades and industrial and one-fourth in home economics) and represented only a small portion which needed to be served.

National Advisory Council - Findings About Implementation
of the 1963 Act

The National Advisory Council reported the following findings about the implementation of the 1963 Vocational Act:

1. The persons who could not succeed in a regular vocational education program because of educational, socioeconomic and other reasons showed little evidence of progress.

2. The youths with special needs - had hardly been touched.

3. Home economics had made real progress toward a greater concern for gainful employment.

4. Research in vocational education had begun but by nature required "lead time to initiate, establish priorities, conduct, report, and implement findings."

5. Area schools had been established. Forty-five states reported construction of new buildings, additions, remodeling, or renovation. Total expenditures for construction were over \$106 million in 1965 and \$165 million in 1966. Due to time lag between initiation and completion, impact had not been reflected in enrollments but anticipated by 1967.

6. Business education had been accepted as an integral part of vocational education.

7. Time requirements for vocational programs had been brought more into accord with needs, instead of being rigidly prescribed.

8. Effective relationships with the employment service for occupational and labor market information, vocational guidance, and placement services had been established.

9. Work study programs were successful. Two of the most common were (1) cooperative education (to work part time and attend school part time) with the arrangement for employment being the responsibility of the professional staff, and (2) work study programs to aid needy students were limited to 15-21 age group and to employment in local educational agencies or other public agencies or institutions. The first required planned educational experiences and the second was designed primarily for financial aid.

10. A federal National Advisory Committee on Vocational Education had been established to advise the Commissioner of Education on all policy matters, including preparation of general regulations for all federal vocational education programs (also state advisory committees). In 1966 no reports were available to evaluate contributions.

11. States had more balanced representation on their boards of vocational education and their advisory committees.

Recommendations of the Vocational Education
Advisory Council

To continue pursuit of the objectives set by the Vocational Education Act of 1963 and to achieve others indicated by the experience of the succeeding four years, the Vocational Education Advisory Council recommended that the act be amended to accomplish the following:

1. Administrative complexities should be reduced by combining all vocational education legislation into one act.
2. A Department of Education and Manpower Development should be established at Cabinet level.
3. Innovation should be encouraged by contracts or grants between the Commissioner of Education and State Boards of Education, local educational agencies, and other public or nonprofit institutions.
4. Specific funds and permanent authority should be provided to develop and operate new and expanded vocational education programs for persons who have academic, social, economic, or other handicaps.
5. The act should provide permanent authority for work-study programs at the secondary and postsecondary levels structured so as to combine education, training, and work experience, as well as offer income opportunities.
6. Residential vocational schools should be constructed and operated under grants from the Commissioner of Education to state

boards of vocational education or, with the approval of state boards, to colleges, universities, and public education agencies.

7. At least 25 percent of vocational education funds should be earmarked for postsecondary schools and adult programs.

8. Vocational homemaking education should be included in a separate section of the act with specific funding authorization.

9. Funds should be distributed to the states on bases which would provide incentive for increased enrollment and attendance and improved performance.

10. The act should permit matching the federal allotment on a statewide rather than area-by-area or project-by-project basis.

11. To end the disharmony between the planning processes of the schools and the appropriation practices of Congress, provision should be made for states to receive allotments earlier in the calendar year and to spend funds through the succeeding fiscal year.

12. Salaries and expenses needed for the administration of vocational and technical education should be included in the annual appropriation provided by the act, rather than in a separate budget.

13. The presently misnamed "State Plan" should be recognized as merely a legal contract between the federal and state agencies. The present "Projected Program Activities" should become a five-year projected plan subject to annual updating.

14. The preparation and upgrading of professional and paraprofessional personnel should be recognized and financially supported as an objective of the act.

15. The opportunity grant program of the Higher Education Act of 1965 should be extended to postsecondary technical and vocational programs by setting aside 25 percent of the funds appropriated for Title IV of that act.

16. The feasibility of reimbursement to employers for unusual costs of supervision, training, and instruction of part-time cooperative students should be tested in pilot projects.

17. The prescribed 10 percent of the sums appropriated under Section 4(a) of the Vocational Education Act of 1963 should be available for research, with the Commissioner of Education allocating the monies in the most advantageous manner among the three legitimate claimants:

(a) grants or contracts to colleges and universities and other public or nonprofit private agencies and institutions to pay part of the cost of research and dissemination of research results;

(b) grants or contracts approved by the operating bureau for evaluation, demonstration, experimental programs, and for dissemination of results;

(c) grants to states for paying part of the cost of state research coordinating units, state research, evaluation,

demonstration, experimental programs, and for dissemination of results.

18. An annual descriptive and analytical report on vocational education should be submitted to the President and Congress by the Office of Education.

19. Each state should be required to conduct a periodic statewide review and evaluation of its vocational education program.

20. Prevocational training and employability skills should be included within the definition of vocational education.

21. Confusion concerning the meaning of the term "area vocational education facilities" should be ended by deleting the word "area."

22. The responsibility of vocational educators for students until they are successfully placed in training-related jobs should be affirmed by including initial job placement within the definition of vocational education.

23. Achievement of the act's objectives at the levels of enrollment currently contemplated will require an appropriation of \$1,565 million per year (Table 1). It is our unanimous conviction that no sounder investment can be made by the citizens of the United States than this--an investment in their own, their children's, and their economy's future.

Table 1

RECOMMENDED VOCATIONAL EDUCATION APPROPRIATIONS

	Students Served	Amount	Proportion
I. Grants to states and grants authorized by the Commissioner of Education	8,000,000	\$500,000,000	
(A) Grants to states	--	437,500,000	50-50
(B) Grants by Commissioner	--	62,500,000	100
II. Work-study program	575,000	350,000,000	90-100
III. Exemplary and innovative programs, general and disadvantaged population	175,000	200,000,000	100
IV. Residential vocational schools (50)	25,000	200,000,000	90-10
V. Programs for the socially, economically, and culturally disadvantaged	175,000	300,000,000	90-10
VI. Vocational homemaking	2,000,000	15,000,000	50-50
Total	10,950,000	\$1,565,000,000	

The Changes That Were Made in
The 1963 Act by the 1968 Amendments
Which Resulted From the Advisory
Council's Recommendations

All previous vocational education acts with the exception of the Smith-Hughes Act were erased in favor of the one new piece of legislation. The Smith-Hughes Act was retained primarily for sentimental purposes. Its continuation of \$7.2 million appropriation after June 30, 1969, had to be allocated according to the formula contained in the 1968 amendments.

The new law retained all uses permitted under the 1963 Act but make significant changes. Most of the recommendations of the Advisory Council were endorsed as follows:

1. Programs for handicapped persons - Funds were earmarked for not only those with academic, social, and economic handicaps, but special provisions were made for the physically and mentally handicapped.
2. Work study authorization was extended for two (2) years, but no explicit education, training, or work experience linkage was directed.
3. Vocational guidance and counseling (elementary, junior, and senior high schools).
4. Private vocational training institutions.

5. Residential schools were authorized on both demonstration and regular bases.

6. Cooperative education was given its own earmarked budget, and general authority was given for reimbursing employers.

7. Redirected home-making education to serve disadvantaged families needing help in consumer education, nutrition, and other basic homemaking needs as well as training for gainful employment. Homemaking was separated from vocational education for wage earning employment so Congress could decide how high its priority should be.

8. Post secondary vocational education won its earmarked position of funds.

9. Vocational education was left out of the opportunity grant program but was included under the Education Professions Development Act (Amendment - Title II).

10. The definition of vocational education was broadened to include prevocational orientation, employability skills, academic education necessary to preparation for employment, and even job placement.

11. An improved concept of federal-state relations regarding the State Plan. The Commissioner of Education had the grave responsibility of assuring that the Declaration of Purpose became a reality in all states and communities of the nation. The new law transformed his role from paymaster to guardian of high quality vocational education.

AmendmentsTitle I

- general provisions
- state grant programs
- research and training
- exemplary programs
- residential vocational schools
- consumer and homemaking education
- work study
- curriculum development

Title II

- EPDA Fellowships

Title III

- adequate leadtime, planning, and evaluation
- reducing age limit in adult education
- collection and dissemination of information
- training teachers of handicapped
- program consolidation study
- state schools in territories for handicapped
- Job Corps study
- Head Start study
- availability of appropriations

Appropriations - were different for each category (Public Law No. 90-576).

Changes Made in 1968 Act by the Educational
Amendments of 1976 - Title II

The Educational Amendments of 1976 - Title II, Vocational Education, reaffirmed the purposes of the 1963 and 1968 Acts. Also, the act revised the preceding acts to provide for continued support in the form of state grants, supplemented by additional categories that reflected priorities identified by Congress. These additional categories included vocational guidance and counseling, pre-service and in-service training for personnel, renovation and remodeling of facilities, grants to overcome sex bias (new purposes) and funds to assist state planning by involving a wide range of interested agencies and individuals and use of all available resources for vocational education and manpower training (Public law No. 94-482, 1976).

National Priority Programs

A portion of the basic state grant was set aside for the following:

1. handicapped - 10 percent
2. disadvantaged - 20 percent
3. programs for limited English language up to 5 percent
4. postsecondary vocational education - 5 percent
5. programs of national significance - 5 percent, (grants, contracts, research, exemplary and innovative programs, curriculum development, guidance and counseling, preservice and

inservice programs, grants to overcome sex bias, professional leadership awards, accumulation of information and support for a national center for vocational education).

Categories for Funding

The following categories received funding:

1. Basic State Grants - 80 percent of basic state grants
2. program improvement and supportive services - 20 percent
3. state planning grants
4. special programs - disadvantaged
5. consumer and homemaking
6. renovation and remodeling grants
7. state advisory councils
8. national advisory councils

Authorizations

The Vocational Education Amendments expanded authorization, increased the potential funding from \$1,088,450,000 in fiscal 1978 up to \$1,703,500,000 in fiscal 1982 (Reid, 1976).

References

- American Vocational Journal. (1962). The Panel of Consultant Reports, p. 12-24.
- Evans, R. N., Mangum, G. L., & Prangan, O. (1969). Education for Employment. Ann Arbor, Michigan: University of Michigan-Wayne State University and National Manpower Policy Task Force.
- Public Law No. 586, August 1, 1946, pp. 775-778. Title II. Vocational Education Act of 1946 - Health Amendment Act of 1956.
- Public Law No. 90-576, 1968.
- Public Law No. 94-482, October 12, 1976, pp. 2168-2215.
- Reid, J. L. (1976). Provisions of the new vocational education amendments. American Vocational Journal, 51(8), 33-34.

APPENDIX A

Total Enrollment In Vocational Education

Fiscal Years 1960-67

and

Enrollment By Occupational Category

Fiscal Years 1964-66

Table 2Total Enrollment in Vocational Education, Fiscal Years1960-67 .

<u>Fiscal Year</u>	<u>Total enrollment</u>	<u>Percentage increase</u>
1960	3,768,149	--
1961	3,855,564	2.3
1962	4,072,677	5.6
1963	4,217,198	3.5
1964	4,566,390	8.3
1965	5,430,611	18.9
1966	6,070,059	11.8
1967	6,880,000 ¹	13.3

¹Projected.

Source: U.S. Department of Health, Education, and Welfare.

Table 3

Vocational Education Enrollment Summary, By Occupational Category and Educational level, Fiscal Years 1964-66¹
and Fiscal Year 1964

	Total	Secondary	Post- Secondary	Adult	Special Needs
Agriculture	860,605	50,819	92,907 ²	265,879	---
Distributive occupations	334,126	55,132	2,688	276,306	---
Health occupations	59,006	5,478	41,698	11,830	---
Home economics	2,022,138	1,308,453	1,652	712,033	---
Technical occupations	221,241	20,755	71,824	128,622	---
Trades and industrial	1,069,274 ³	249,119	53,633	766,513	---
Total	4,566,390	2,140,756	264,402	2,161,223	---

¹Data furnished by the Division of Vocational and Technical Education, Office of Education.

²Reported as adult preparatory.

³Includes 1,614 enrolled in fisheries occupation.

Table 2Total Enrollment in Vocational Education, Fiscal Years1960-67

<u>Fiscal Year</u>	<u>Total enrollment</u>	<u>Percentage increase</u>
1960	3,768,149	--
1961	3,855,564	2.3
1962	4,072,677	5.6
1963	4,217,198	3.5
1964	4,566,390	8.3
1965	5,430,611	18.9
1966	6,070,059	11.8
1967	6,880,000 ¹	13.3

¹Projected.

Source: U.S. Department of Health, Education, and Welfare.

Table 3

Vocational Education Enrollment Summary, By Occupational Category and Educational level, Fiscal Years 1964-66¹
and Fiscal Year 1964

	Total	Secondary	Post- Secondary	Adult	Special Needs
Agriculture	860,605	50,819	92,907 ²	265,879	---
Distributive occupations	334,126	55,132	2,688	276,306	---
Health occupations	59,006	5,478	41,698	11,830	---
Home economics	2,022,138	1,308,453	1,652	712,033	---
Technical occupations	221,241	20,755	71,824	128,622	---
Trades and industrial	1,069,274 ³	249,119	53,633	766,513	---
Total	4,566,390	2,140,756	264,402	2,161,223	---

¹Data furnished by the Division of Vocational and Technical Education, Office of Education.

²Reported as adult preparatory.

³Includes 1,614 enrolled in fisheries occupation.

Table 4

Vocational Education Enrollment Summary, By Occupational and Educational Level, Fiscal Year 1966

	Total	Secondary	Post- Secondary	Adult	Special Needs
Agriculture	907,354	510,279	5,987	390,388	700
Distributive occupations	420,426	101,728	15,833	301,116	1,749
Health occupations	83,677	9,793	36,496	37,065	323
Home economics	1,897,670	1,280,254	2,652	602,363	12,401
Office occupations	1,238,04	798,368	165,439	271,149	3,087
Technical occupations	253,83	28,865	100,151	124,730	92
Trades and industrial	1,269,05	318,961	115,539	803,901	30,650
Total	6,070,059	3,048,248	442,097	2,530,712	49,002

APPENDIX B

Facts and Figures From Panel of Consultants

Facts and Figures From Panel of Consultants*

Working Full Time

1. Fifty-eight (58) million people now at work will still be employed - They need training to keep pace with new methods, new materials, new opportunities.

2. Twenty-six million young workers will start work, 1960-1970 - Their aptitudes, skills, and education must match the needs of a changing society.

3. Thirty-nine million women will switch from housework to jobs, 1960-1970 - These wives, mothers, and widows will also need marketable skills in the decade ahead.

Schools Must Help Twenty-Six Million Youngsters Work Their Way

Through the Challenging Decade Ahead

1. Of every ten youngsters now in grade school:
 - three will not finish high school
 - seven will earn a high school diploma
 - eight out of ten will not complete college
 - two will finish four years of college

Table 5

The Most Rapidly Expanding Occupations Requiring the Most
Education and Training

<u>Occupational Group</u>	<u>Average Years of School Completed By Those Working in 1959</u>	<u>Percentages in Employment 1960-1970</u>
Professional & Technical	16.2	55
Proprietors & Managers	12.4	25
Clerical & Sales Workers	12.5	28
Skilled Workers	11.0	25
Semi-Skilled Workers	9.9	18
Service Workers	9.7	26

How People Prepare for Work in the U.S.

1. On-the-job training, either informal or in educational programs organized by trade unions.
2. Apprenticeships, journeyman training and other education programs sponsored by trade unions.
3. Private technical institutes, trade and business schools (including correspondence courses).
4. Armed services provide excellent training, but only in a limited number of civilian occupations.
5. State and federal government programs, such as the Department of Agriculture.

Table 6Enrollment - Local, State, Federal - Vocational Technical Programs

Distributive Occupations	306,083
Homemaking	1,610,334
Agriculture	805,322
Practical Nursing	47,264
Trades and Industrial	963,609
Technical Training	122,952

Since 1917, the Federal Government Has Helped Public SchoolsPrepare People for Jobs

1917 Smith-Hughes Act - \$7 million per year

1946 George Barden Act - \$20 million per year

1956 Practical Nurse Amendment - \$5 million per year Fishery

Training Act - \$180,000 per year

1961 Area Redevelopment Act - \$3 million per year

1962 Manpower Development and Training Act - \$20 million in 1962

These laws benefit 4 million students (half are adults) in two-thirds of our schools and many colleges and a \$250 million Local-State-Federal program.

Every state and territory offers federally aided vocational education programs, a board to set policy, funds for classroom or shop equipment (but not for buildings), nearly all federal funds are used as partial reimbursement for teacher's salaries, in all but most recent programs. States must match federal funds, dollar for dollar, in general, state and local expenditures far exceed

the matching requirements and the types of reimbursable vocational instruction are specified by federal laws, as well as the age and job status of the students.

Education and Training are Sound Investment In People

1. 1955 Employment salary scale of high school graduates was shown...Without Vocational Training \$5,788...With Vocational Training \$7,720.

2. Unemployment rates of recent high school graduates 1955...Trade and Industrial graduates 5 percent...other high school graduates 15 percent.

Local-State-Federal Partnership, Teachers-Skills The Nation Needs

1. Practical nursing and other health occupations
2. Vocational education courses training production workers in wood works
3. Technical education training and wages - National Defense Education Act.

Vocational Education is Not Available in Enough Schools

1. Distributive Education Courses - 5 percent offered
2. Trade and Industrial Courses - 9 percent offered
3. Home-making Courses - 47 percent offered
4. Agriculture Courses - 45 percent offered

Vocational Education is not Available to All Who Need It

1. Should be available to all groups in the community.

Vocational Education is not Preparing for Enough Jobs

1. Few workers prepare for their jobs through vocational education courses.

2. Availability of certain high school vocational courses partially financed with federal funds 1961-62.

<u>Occupation</u>	<u>States Offering Training</u>
-------------------	---------------------------------

Appliance Repair	6
Auto-Upholstery	3
Office Machine Repair	9
Dental Technician	4
Dry Cleaning	11
Heating & Ventilation	6
Hospital Aide	3
Laboratory Technician	2
Nurse Aide	2
Business Machine Repair	1

Technical Training After High School is a Critical Need

1. Sound estimates range from 67,800 to 200,000 new technicians needed each year, 1960-1970.

*(American Vocational Journal, December 1962)

APPENDIX C

Training of Vocational Education Personnel - EPDA

Title II - Training of Vocational Education Personnel- EPDA-1968

EPDA Fellowships - Education Professions Development Act of 1965 which has until 1968 largely ignored vocational education leadership training.

Leadership Development awards may be given by the Commissioner of Education, which consists of stipends and university tuition to persons with one of the following qualifications:

1. two years of experience in vocational education or in case of researchers, experience in social science research which is applicable to vocational education,
2. a baccalaureate degree and currently employed or assurance of employment in vocational education,
3. recommendation by the employer for their leadership qualifications in vocational education and eligibility for graduate study.

First priority for leadership development awards should go to instructors in vocational and technical education fields where there are already serious shortages, with second priority to the development of administrators and supervisors for local and state education agencies.

The institution of higher education offering the vocational program is to be approved only if "the institution offers a comprehensive program in vocational education with supporting services and disciplines such as education administration,

guidance and counseling, research, and curriculum development." Comprehensive program - meaning one or more faculty members in each of the following: Vocational Education Programs, Research in Vocational Education, Exemplary Programs in Vocational Education, Consumer and Homemaking Education, and Cooperative and Work-Study Programs for Vocational Education; or at least one staff member in each of four of the following:

1. Agriculture Education
2. Business and Distributive Education
3. Health Occupations Education
4. Technical Education
5. Trade and Industrial Education
6. Home Economics Education

The program must be offered through a single department in a university, or must have a coordinator and policy committee who could insure that administrators in training (and preferably teachers also) would have at least one-fourth of their specialized graduate programs designed to emphasize the unity of vocational and technical principles, in-service training, use of advisory committees, curriculum development, and evaluation.

The awards shall be apportioned equally among the states, taking into account such factors as the state's vocational education enrollments and the incidence of youth employment and school drop outs in the state.

Any student who fails to make satisfactory progress toward the program objectives should be terminated and the "slot" given to another qualified candidate.

If there are not sufficient qualified applicants to use the leadership awards apportioned to any state, the leadership award allotments for the state could be transferred to other states with an excess of qualified applicants.